TOWN OF SLAVE LAKE
General Municipal Plan

prepared for:
The Town of Slave Lake

by:
Lakeland Unit, Planning Branch
Alberta Municipal Affairs

February, 1987

TOWN OF SLAVE LAKE
Bylaw No. 6 – 1987

WHEREAS Section 61 of the Planning Act, R.S.A. 1980 authorizes a municipal council to prepare and adopt a General Municipal Plan to guide the growth and development of the municipality;

AND WHEREAS Alberta Municipal Affairs, Planning Branch, in cooperation with Council, has prepared a General Municipal Plan for the Town;

NOW THEREFORE The Council of the Town of Slave Lake, duly assembled, hereby enacts as follows:

1. The document attached to this Bylaw, together with all accompanying maps, is hereby adopted as the "Town of Slave Lake General Municipal Plan" pursuant to Section 61 of the Planning Act, R.S.A. 1980.
2. The Bylaw adopting the previous General Municipal Plan (1979) is hereby repealed.
3. This Bylaw comes into effect on the date of third reading.

First Reading
January 14, 1987

MAYOR

SECRETARY-TREASURER

Public Hearing February 11, 1987

Second Reading
February 11, 1987

MAYOR

SECRETARY-TREASURER

Third Reading
February 11, 1987

MAYOR

SECRETARY-TREASURER

Prepared for the Council of the Town of Slave Lake by the General Municipal Plan Review Committee

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Part 1
Introduction

PART 1 - INTRODUCTION

The people of Slave Lake have always recognized the importance of planning for the future of their community. Several plans have been adopted in order to provide for the growth of the Town and to ensure an acceptable quality of life.

Purpose of a General Municipal Plan

The provincial Planning Act requires municipalities of greater than 1,000 persons to adopt a General Municipal Plan. This Plan is to describe proposed land uses and future development in the Town, as well as other matters considered important by the Town Council.

The General Municipal Plan is intended to provide a guide for the immediate and longer term growth of Slave Lake. It provides a means of coordinating the thinking and actions of the Town and directing them towards achieving long term goals and aspirations. The policies set out in the Plan will be implemented through day-to-day decisions made by the Town Council, Municipal Planning Commission and Development Officer. The enforcement of these policies should steer the Town towards achieving the goals which are stated in the Plan.

Previous Plans

One of the first formal plans prepared by the Town was the Slave Lake Long Range Plan. This Plan provided important guidelines for Council towards managing the Town's growth during a critical period in the 1970's.

The Long Range Plan was eventually replaced by the first General Municipal Plan, which was adopted in 1979. The Plan set out the Town's goals, objectives and policies relating to land use and development and provided guidance for the Town's future growth.

The New Plan

The Town initiated a review of the 1979 Plan to ensure that current concerns and thinking were being dealt with. In 1984, a review committee was appointed, consisting of representatives from the Town Council, Municipal Planning Commission, general public and Town staff. With assistance from the Planning Branch of Alberta Municipal Affairs, the committee completed a review of the 1979 Plan and developed a new, updated document for consideration by Town Council. Public input was gathered through an open house and public hearing, and the new Plan was adopted by means of a bylaw passed by Town Council.

Plan Organization

The Plan is organized into several sections. The first section provides background information concerning the Town's history, population, development, and economic base. Generally, the background sets the scene for the reader and outlines the overall goals for the Town with respect to planning. The following sections examine specific topics of concern (i.e. Urban Development and Expansion, Residential Development, Commercial Development, Industrial Development, Transportation, Utilities, Open Space and Recreation, Fiscal Management and Economic Development) and provide background discussion, goals, objectives and policies. The final section outlines procedures for implementing the Plan and reviewing it in the future.

Part 2
Community Background

PART 2 - COMMUNITY BACKGROUND

Regional Setting

Slave Lake is located 250 kilometres northwest of Edmonton [see Map One] on the southeast shore of Lesser Slave Lake. Although the surrounding region is mainly forested and hilly, the Town itself is situated on a flat area at the foot of the lower slopes of the Swan Hills.

Historical Background

Slave Lake was originally known as "Sawridge" when it was established as a fur trading and supply post late in the 19th century. The original townsite was located north of the present town, at the point where the Lesser Slave River flows out of Lesser Slave Lake. Sawridge grew slowly, and became an important "stopping off" point for travellers bound for the Yukon during the Klondike gold rush [1896 to 1898]. The settlement assumed a role as a minor transportation centre, and was an important point in the travels of homesteaders who settled the Peace region of northern Alberta.

Transportation to the north was improved greatly with the completion of the Edmonton, Dunvegan and British Columbia Railway through Sawridge in 1914. In the 1920's and 1930's, settlement expanded along the south shore of Lesser Slave Lake with the development of the commercial fishing and mink ranching industries. The settlement adopted the name of Slave Lake in 1923. A major flood in 1935 inundated the town, and caused the relocation of the townsite south to its present location adjacent to the railway. Slave Lake's role as a transportation centre increased in importance during World War II, with the construction of the Alaska Highway through the community.

The major event to shape the future of Slave Lake was the discovery of oil and gas in the area in the early 1960's. Three major fields [Utikima in 1963, Mitsue in 1964, and Nipisi in 1965] spurred rapid growth as development occurred in response to the demand from the petroleum industry for services and facilities. The local economy was further diversified in 1966 as a result of the introduction of a quota system for timber harvesting in Alberta, which encouraged the development of forest resources in northern and remote areas of the province.

The federal D.R.E.E. [Department of Regional Economic Expansion] program designated the Lesser Slave Lake Special Area in the early 1970's. Aimed at assisting the long term economic expansion of the region, the program envisaged the Town of Slave Lake as a major growth centre for the region. The D.R.E.E. "Special Area" designation made the region eligible for incentive grants and loans to encourage industrial growth and diversification. The main result of the program and infusion of federal funds was the growth of the timber and wood processing industries in the Slave Lake area, in particular, the establishment of an industrial park at Mitsue Lake eight kilometres east of town.

Economic Base

Slave Lake has assumed a role as a government, retail, financial and administrative centre for the surrounding region. These activities, in combination with the petroleum, forestry and transportation sectors, provide the economic diversity which Slave Lake presently enjoys. Table One provides a breakdown of employment by economic activity. This Table illustrates the importance of the petroleum sector, which employs 28.0% of the Town's labour force. Many of the jobs in the Transportation sector are linked to the petroleum industry.

TOWN OF SLAVE LAKE
General Municipal Plan

Map One
Regional Setting

TABLE ONE
EMPLOYMENT BY ECONOMIC ACTIVITY

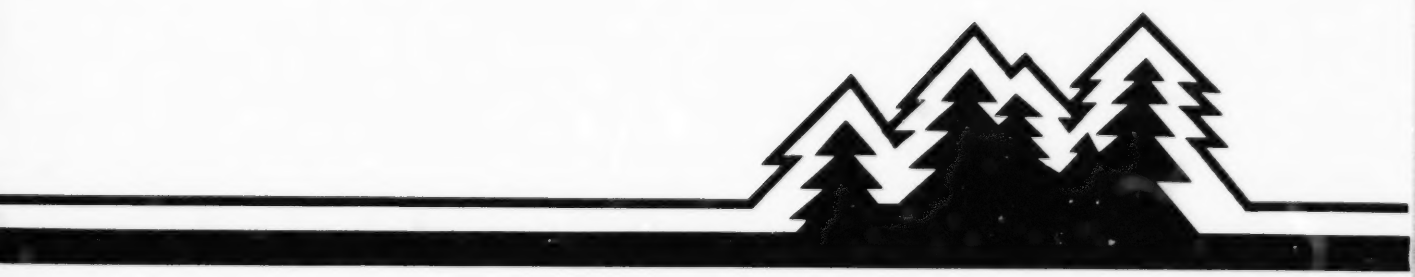
Economic Activity	Percentage of Employed Labour Force
Forestry, Fishing and Trapping	6.2%
Mining, Oil and Gas	28.0%
Manufacturing	3.1%
Construction	5.2%
Transportation, Communications and Utilities	7.6%
Wholesale Trade	0.7%
Retail Trade	9.3%
Finance, Insurance and Real Estate	2.3%
Business Services	7.4%
Government	9.6%
Education	5.3%
Health and Social Services	8.0%
Other	1.9%
TOTAL	100.0%

Source: 1986 Slave Lake Census

The forestry sector employs 6.2% of the Town's labour force. When this figure is combined with the petroleum sector, over one third of the Town's employment base is directly involved in the primary resource industries.

The importance of Slave Lake as a regional centre is shown by the proportion of the labour force employed in Transportation, Retail Trade, Business Services, Government and Health and Social Services.

Part 3
Population



PART 3 - POPULATION

HISTORICAL TRENDS

As indicated on the accompanying chart, the past 25 years have seen significant population growth in Slave Lake. The figures can be related to major economic events in the Town's history, which were generally the result of external forces over which local residents had little control.

TABLE TWO
POPULATION STATISTICS
1961-1986

Year	Population	Change	% Change	% Population Increase Over Five Year Period
1961 †	468	—	—	
1966 †	1,716	—	—	53.3% (1961 - 1966)
1971 †	2,052	—	—	3.9% (1966 - 1971)
1972	2,166	+114	5.5	
1973	2,836	+670	30.9	
1974	3,240	+404	14.2	14.7% (1971 - 1976)
1975	3,449	+209	6.4	
1976 †	3,561	+112	3.2	
1977*	3,561	—	—	
1978*	3,561	—	—	
1979	3,821	+260	7.3	5.3% (1976 - 1981)
1980	4,328	+507	13.3	
1981 †	4,506	+178	4.1	
1982	4,562	+ 56	1.2	
1983*	4,562	—	—	
1984	4,838	+276	5.7	4.1% (1981 - 1986)
1985*	4,838	—	—	
1986	5,434	+596	12.6	

Note: Unless otherwise noted, data is based on municipal census figures, as provided by the Town to Alberta Municipal Affairs, Municipal Services Branch
* Census not undertaken
† Federal Census

Between 1961 and 1966, the population tripled as a result of the discovery of oil and gas in the vicinity of the town. The "boom" which occurred was due to the influx of workers and industries required to service the new petroleum developments.

The implementation of the federal D.R.E.E. program in the early 1970's brought forestry-related industries to the Slave Lake area, and caused a 30.9% population increase in 1973.

The most recent dramatic growth period occurred in 1979 and 1980, when increased demand for lumber sparked expansion of the workforce at Mitsue Industrial Park.

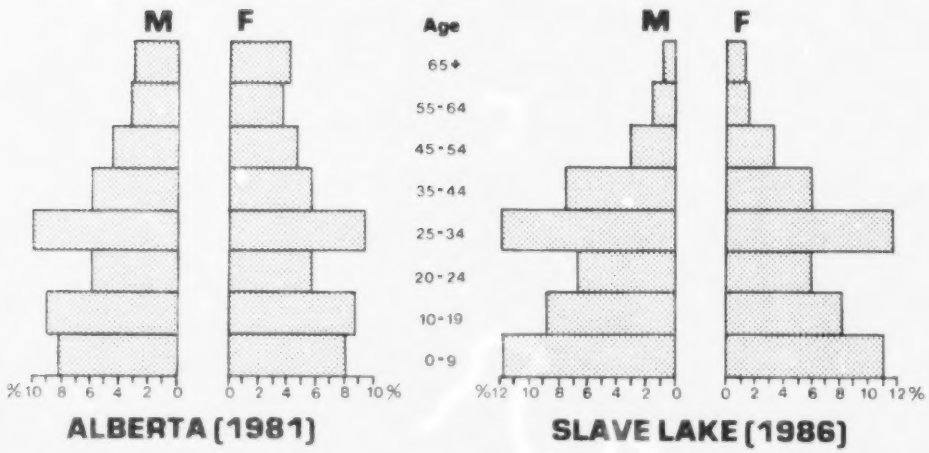
The negative effect of the National Energy Program on the petroleum industry in Alberta, and the slowdown in the Canadian economy are reflected in the population figures for 1981 through 1983, when annual growth slowed to less than 5%.

Over the past 25 years, Slave Lake has continually grown. The major growth periods saw substantial annual increases in 1973, 1974 and 1980. Over the period 1974 to 1984, the town's population grew from 3,240 to 4,838, with the annual growth rate averaging 5%. Between 1984 and 1986, the Town grew by 12.6% to 5,434 people.

CHARACTERISTICS

The age distribution of Slave Lake's population, shown in Figure 1, illustrates some important differences from that of the province.

Figure One
Population Pyramid Comparison



A comparison of 1986 figures for Slave Lake with 1981 figures for Alberta shows that Slave Lake has a higher proportion of residents under the age of 10. As well, the groups between 25 to 34 years and 35 to 44 years form a larger proportion of Slave Lake's population than is the case for Alberta. These differences are likely caused by the nature of the employment base in Slave Lake, which employs a large portion of younger males in the oil and forestry sectors. The predominantly young individuals in these sectors are in the family formation stage of their lives, which is illustrated by the high proportion of young children in the town.

Another important observation is that the older age groups (i.e. 45 to 54, 55 to 64 and over 65) form a much smaller percentage of total population than the provincial average. This reflects the fact that Slave Lake's growth has occurred relatively recently, and that there are few retired persons living in town. Unlike most Alberta towns, Slave Lake has a very limited population living in the adjacent rural area, and as a result, the town is not a retirement centre for the surrounding region.

THE FUTURE

In order to plan for the future of the Town, some forecast of future population is necessary. As indicated by past population growth rates, it is extremely difficult to predict what may happen in the future. In a town such as Slave Lake, where the economy depends greatly on resource industries, external forces can have a significant effect on local prosperity and growth. However, by examining **past trends** and **future economic prospects** for the region, an attempt can be made at forecasting the town's future population.

Slave Lake's economy revolves around the petroleum and forestry sectors. Existing oil and gas fields are reaching their peak production, or are in a declining position. The use of enhanced recovery methods (e.g. miscible flood projects) should extend the life of these fields for the next 10 to 20 years. This implies that **petroleum related employment** for existing production areas **will remain steady** over the short term.

Slave Lake will play an **important role in servicing** new discoveries in active exploration areas such as the Peace River Arch geological formation of north-central Alberta. Areas to the north of Slave Lake (Red Earth, Senex Creek) should provide opportunities for continued growth, as might the development of the Wabasca tar sands.

The forestry industry, which generated much of Slave Lake's growth in the past, is very cyclical in nature. Economic activity in this sector is directly related to exports of timber and wood products, mainly to the U.S.A., for the housing industry. **Employment in the forestry field should remain stable** if present economic conditions remain. Additional growth opportunities might arise if alternative markets or additional processing industries (e.g. pulp mill, woodworking shops) develop.

The **emergence of Slave Lake as a regional centre** providing commercial, government and administrative services for the surrounding region has given rise to recent developments. Expanded community facilities (health care, recreation), retail space, and other services will provide opportunities for additional population growth. It is anticipated that Slave Lake's role as the main urban centre for north-central Alberta will increase in importance.

Should **economic diversification** occur through the development of additional facilities in the tourism and recreation sectors, some minor growth will result.

Due to the Town's heavy dependence on resource based industries, it is very difficult to predict what future growth will be. In view of the assumptions which have been made concerning the various sectors which fuel Slave Lake's economy, future growth is anticipated to occur at a rate similar to that of the past decade. However, a range of population projections is offered here (3%, 5% and 7% growth) over a 10 year period (see Table Three).

TABLE THREE
POPULATION FORECASTS
1986 - 1996

Year	Low Projection 3% Growth*	Moderate Projection 5% Growth**	High Projection 7% Growth***
1986	5,434	5,434	5,434
1987	5,597	5,706	5,814
1988	5,765	5,991	6,221
1989	5,938	6,291	6,657
1990	6,116	6,605	7,123
1991	6,299	6,935	7,621
1992	6,488	7,282	8,155
1993	6,683	7,646	8,726
1994	6,884	8,028	9,337
1995	7,090	8,430	9,990
1996	7,303	8,852	10,689

* A 3% growth rate is likely attainable over a 10 year period. Such a growth rate would occur in a depressed provincial economy. Growth would be based on stable employment (at present levels) in the resource sectors, and increased economic activity based on Slave Lake's importance as a regional centre. While a 3% growth rate might not seem "low" for many Alberta towns, it would be a low rate of growth based on Slave Lake's recent experiences.

** A 5% growth rate (i.e.similar to the past decade) could be achieved if oil related exploration activities increased because of increasing world oil prices.

*** A 7% growth rate might be reached if the regional economy expanded because of heavy oil production/exploration/development, and diversification in the local economy.

This study does not predict which of these rates of growth is the most probable. The General Municipal Plan identifies initiatives to be undertaken at certain population levels. The actual growth rate will determine the applicable year to begin these initiatives.

Part 4
Community Goals

PART 4

COMMUNITY GOALS

As a basis for planning for the future of Slave Lake, it is necessary to identify the community's long term goals. These statements represent what the Town wants to achieve, and form the basis for the policies developed in this Plan.

The goals relate to issues and concerns involving the entire community. Specific issues are addressed in later sections of the Plan. Overall concerns have been stated here as goals which the community hopes to achieve as growth occurs in the future.

The following list identifies the issues viewed as being important by the Town of Slave Lake:

1. **Providing for the diverse needs of the town's present and future residents, businesses and interest groups**
2. **Diversifying the town's economic base**
3. **Providing a desirable quality of life**
4. **Promoting a positive community image**
5. **Being prepared for the future**

Part 5
General Municipal Plan Issues, Goals, Objectives and Policies

PART 5 - GENERAL MUNICIPAL PLAN ISSUES, GOALS, OBJECTIVES AND POLICIES

A URBAN DEVELOPMENT AND EXPANSION

The Town wishes to encourage good, orderly development and requires policies which set a sound framework for managing and ensuring that this takes place consistently.

An essential part of planning for the future of Slave Lake involves ensuring that there is an adequate supply of land available to accommodate growth.

There is presently vacant land within the Town boundaries available for various uses. The future use of unsubdivided, vacant lands within the present boundaries has been suggested through the Town's General Municipal Plan (see Map Two). Details concerning development and zoning are dealt with by the Town's Land Use Bylaw and Outline Plans/Area Structure Plans.

Due to the presence of high water tables and other physical and servicing constraints, it is not known whether all of the lands within the present Town boundaries can be economically developed. It is anticipated that the Town will have to annex land from the adjacent Improvement District No. 17 East within the foreseeable future.

Although there is a very limited amount of development existing in that portion of the Improvement District lying within two miles of the Town's boundaries, pressures for development and subdivision in this area have increased in recent years. In order to allow for the long term expansion of the Town, it is essential to plan in consultation with the Improvement District to ensure that development does not occur which will restrict future growth. Cooperation between the two municipalities is necessary to ensure compatible development in the urban fringe over the longer term.

As considerable lead time is required for planning, engineering, servicing and other studies to be completed prior to land coming "on-stream" for development, it would be desirable for the Town to maintain an adequate reserve of land (either within its boundaries, or otherwise adequately controlled) to provide a 20 to 25 year supply of land.

Although it would appear that Slave Lake has sufficient area to accommodate its immediate land use needs, the longer term requirements are more difficult to properly assess. In order to plan for long range growth, the Town is undertaking an Annexation Needs and Feasibility Study to examine its long term land base needs, desired directions of growth, timing of annexation, and other factors.

GOAL

To provide for an adequate land base to ensure orderly development and efficient expansion of the Town.

OBJECTIVES

1) To identify lands within the Town and adjacent to its boundaries which may be appropriate for a variety of development opportunities in the longer term

2) To encourage cooperation between the Town and Improvement District No. 17 with respect to development in the urban fringe

3) To minimize potential land use conflicts between the Town and Improvement District No. 17

POLICIES

1] The Town will set out areas for residential, commercial, institutional, industrial and parks/open space uses [as identified in Map Two] and will direct development to appropriate areas.

2] The Town will undertake an Annexation Needs and Feasibility Study which will identify possible directions of growth for the future expansion of Slave Lake beyond its present boundaries. Upon completion of the study, the General Municipal Plan will be amended to reflect land use allocations in proposed annexation areas.

3] The Town will undertake a comprehensive annexation proposal, based on the findings of the Annexation Needs and Feasibility Study. The Town will not entertain piece-meal annexation of isolated parcels of land.

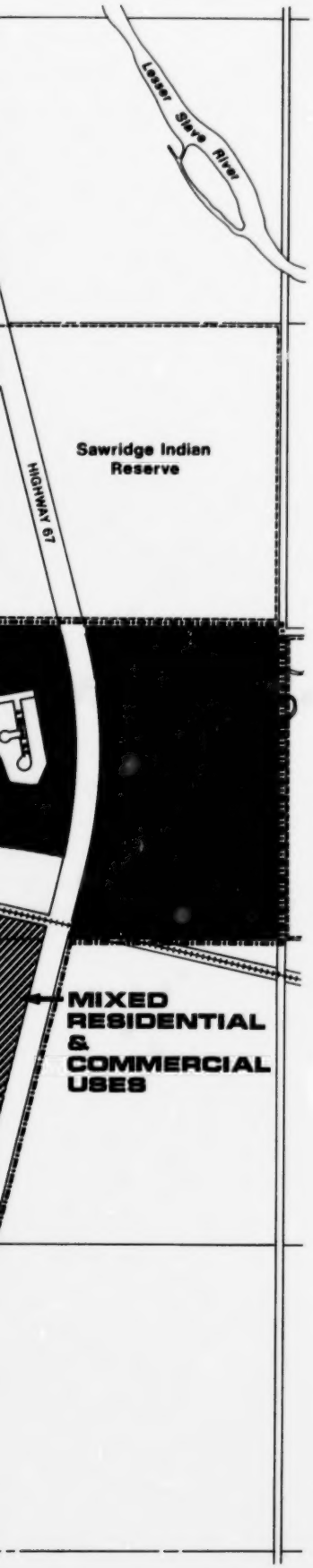
4] The Town will formulate an annexation policy aimed at providing a sufficient land base for future growth of the community. As a general guide to determine long range land requirements for residential development, the Town should maintain adequate control over sufficient land to accommodate anticipated needs for the next 20 to 25 years.

5] The Town will work with Improvement District No. 17 East to establish a mechanism to jointly evaluate subdivision and development proposals in the Improvement District which might have an impact on the Town. This may involve establishment of a joint General Municipal Plan for the fringe area around the Town, or other appropriate means to provide for cooperation between the Town and the Improvement District.

6] In new development areas, development may only proceed following the preparation [and approval by Council] of a detailed outline plan or Area Structure Plan. The plan should consider staging of development, road patterns, lot design, proposed mix of land uses, reserve land provision, buffers between conflicting uses, utilities, servicing and any other matters requested by Town Council.

7] Through the use of development agreements/permits, the Town will ensure that developers install [at their own expense] all utility services and roadways to a level acceptable to the Town.

Lesser Slave Lake
1st Avenue N.W.
Canadian National Railway
To High Prairie
HIGHWAY 2
12th Avenue S.E.
To Edmonton



TOWN OF SLAVE LAKE
General Municipal Plan

Map Two
Future Land Use

- Residential
- Commercial
- Institutional (Churches, Hospital, Schools & Public Uses)
- Industrial
- Parks, Open Spaces and Reserves
- Areas Requiring Further Study Before Future Use Will Be Determined

N

0 1000 2000 3000 Ft.

0 400 800 1200 M

B RESIDENTIAL DEVELOPMENT

A wide variety of residential uses exist in Slave Lake, ranging from mobile homes and single family dwellings to senior citizen lodges and walk-up apartments. The majority of the housing stock is relatively modern, having been built since the early 1960's when Slave Lake began expanding.

The oldest residential areas are located north of the railway line. Most of the development which has occurred since 1975 is found in the southeast area, where the Province played an important role by developing and marketing a large residential subdivision through the Alberta Housing Corporation. Private landowners and developers have also met some of the market demand at other locations in town. The Town itself has developed a residential subdivision in the southwest area.

Development Opportunities

Opportunities for residential development exist in all four quadrants of the town, as illustrated on Map Three.

In the **southeast**, infilling can occur on a limited number of vacant lots (approximately 30 dwelling units) remaining in the Alberta Housing subdivision. A subdivision plan which provided sites for 120 units (single family, duplex and apartments) was recently approved adjacent to the future school/ park site. Additional residential uses may be developed on recently annexed lands west of Highway 67.

In the **northeast**, a recently approved subdivision located between Sawridge Creek and the railway line will provide 50 lots for larger single family dwellings.

In the **northwest**, a large site has been rezoned for residential uses. Other lands to the west of the Lynnwood Trailer Court could also accommodate additional residential development.

The area which has the largest land base available for possible future residential growth is the **southwest**. Engineering and servicing studies are being undertaken which will determine the southwest area's economic development potential for residential and/or other uses.

Land Reserves

If all of the land within the existing Town boundaries which has been designated for residential purposes can be developed, some additional dwelling units could be accommodated. However, there is a possibility that some of this land may not be economically developable for residential uses due to high water tables and high servicing costs.

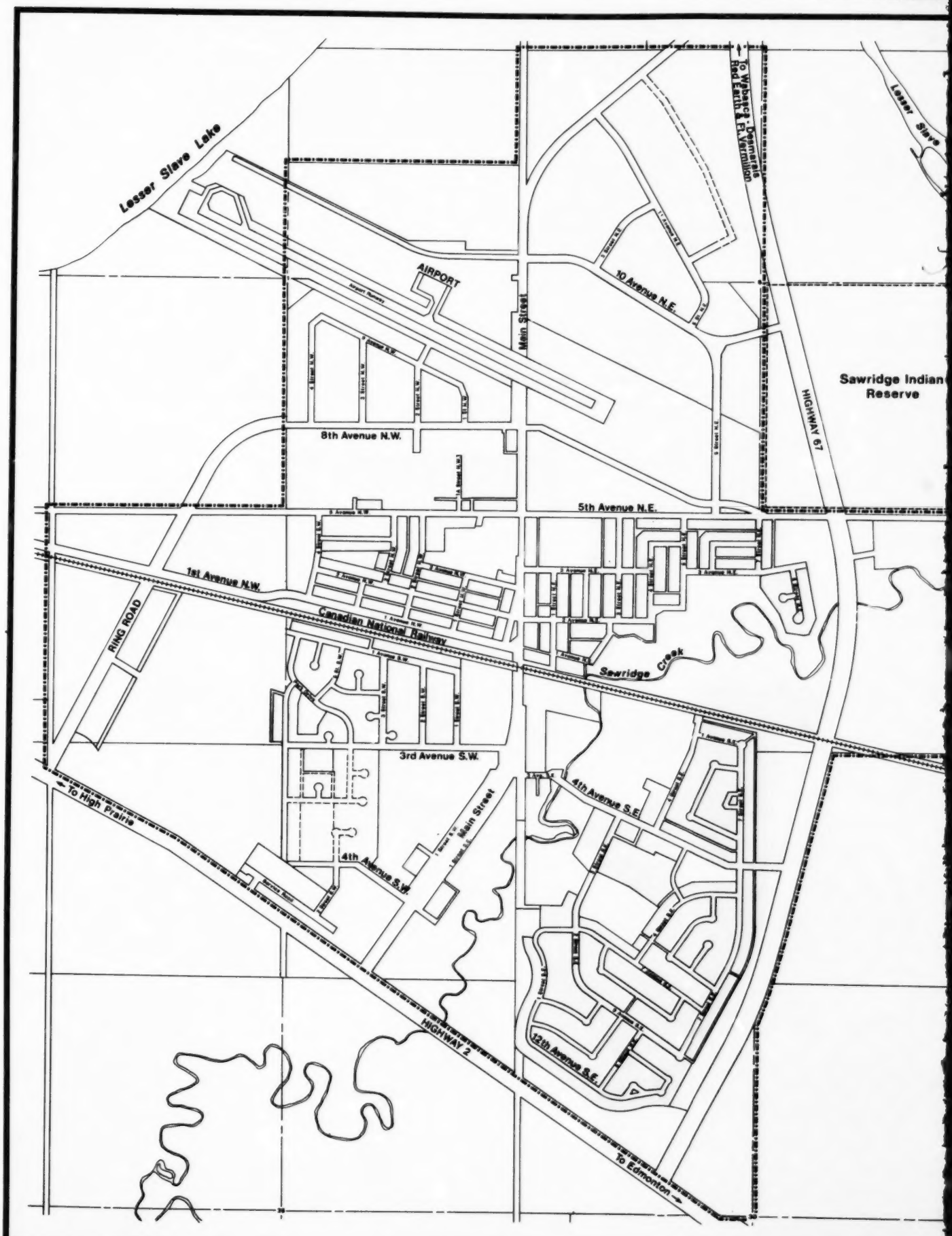
Therefore, there is a need to investigate longer term residential land requirements. Given the amount of advance planning, investigation and time required to pursue annexation and servicing of lands suited to urban uses, the Town should pursue the need for annexation.

Servicing

One of the major costs in developing vacant lands for residential use is providing municipal services (water and sewer) to the development site. Although the town's utility services have recently been expanded to accommodate populations of 6,500 (sewage treatment capacity) and 10,000 (water treatment capacity), it is anticipated that upgrading of water supply and sewage collection lines will be required before services can be extended to the potential development areas. The ability of the Town to provide off-site municipal services to meet development needs will affect the availability of housing.

GOAL

To satisfy the housing needs of all sectors of the population


Lesser Slave Lake
To Wabasca, Desmarais
Red Earth & Ft. Vermilion
Lesser Slave
AIRPORT
Main Street
10 Avenue N.E.
Sawridge Indian
Reserve
HIGHWAY 67
8th Avenue N.W.
5th Avenue N.E.
1st Avenue N.W.
RING ROAD
Canadian National Railway
Sawridge Creek
3rd Avenue S.W.
4th Avenue S.E.
To High Prairie
Main Street
4th Avenue S.W.
HIGHWAY 2
12th Avenue S.E.
To Edmonton

TOWN OF SLAVE LAKE
General Municipal Plan

Map Three
Residential Development

Existing Residential

Future Residential

Area Requiring Further Study

N

0 1000 2000 3000 Ft.

0 400 800 1200 M

OBJECTIVES

1] To encourage a variety of housing types in order to ensure that all sectors of the population can obtain suitable housing

2] To create neighbourhoods which are attractive, safe, interesting and functional places in which to live

3] To discourage incompatible development in residential areas

4] To require new developments to share the costs of providing municipal services which they need

5] To ensure the adequate and efficient provision of land for future residential expansion

6] To enhance the quality of life through subdivision design and development standards

POLICIES

The Town will:

1] Encourage residential development to occur in accordance with Map Three.

2] Encourage a variety of housing types to be built throughout the Town. Medium and high density residential uses should be provided at various locations rather than being concentrated in one area of town. The development of higher density residential uses will be encouraged in proximity to retail commercial areas. The proportion of various types of units will be decided by the Town, at the time of the application, taking into account the needs of the community at the time.

3] Develop or encourage the development of Town-owned lands as circumstances and demand warrant.

4] Attempt to ensure that an adequate and varied housing supply is on the market at all times.

5] Encourage development of existing vacant serviced lots.

6] Encourage, where feasible, the establishment of basement-less dwellings in those areas where subgrade development is not possible due to unsuitable soil conditions or high water tables.

7] Encourage the redevelopment of existing substandard mobile home parks to current standards.

8] New subdivisions will provide streets of an adequate width per the guidelines stated in the Town's Transportation Plan relating to right-of-way requirements and pavement widths for arterial, collector and local roads.

9] Non-conforming uses in residential areas will be encouraged to relocate to appropriately zoned areas in the Town.

C COMMERCIAL DEVELOPMENT

As it has grown, Slave Lake has become a regional centre supplying retail, financial, administrative and government services to a large part of north-central Alberta. The Town provides a wide variety of consumer goods and services to the surrounding trading area of approximately 10,000 people (including the communities of Slave Lake, Canyon Creek, Widewater-Wagner, Kinuso, Smith, Wabasca-Desmarais, Sandy Lake, Red Earth and surrounding area).

Commercial land uses are generally located in the central business district, along Main Street, and adjacent to Highway 2, as shown on Map Four.

The **central business district** is centred on Main Street between 3rd Avenue S.W./4th Avenue S.E. (in the south) and 5th Avenue (in the north), extending several blocks east and west of Main Street. This area is the focal point for retail and financial services in Slave Lake.

Secondary commercial uses such as automotive services, drive-in restaurants and motels are concentrated along Main Street between Highway 2 and 3rd Avenue S.W./4th Avenue S.E. This area provides the "first impression" to visitors to Slave Lake as they enter the town after leaving the highway.

Highway commercial uses catering to the travelling public are found along the north side of Highway 2, west of Main Street.

Several **neighbourhood commercial** areas serving local residents' needs are located in the various residential districts of the town.

Opportunities

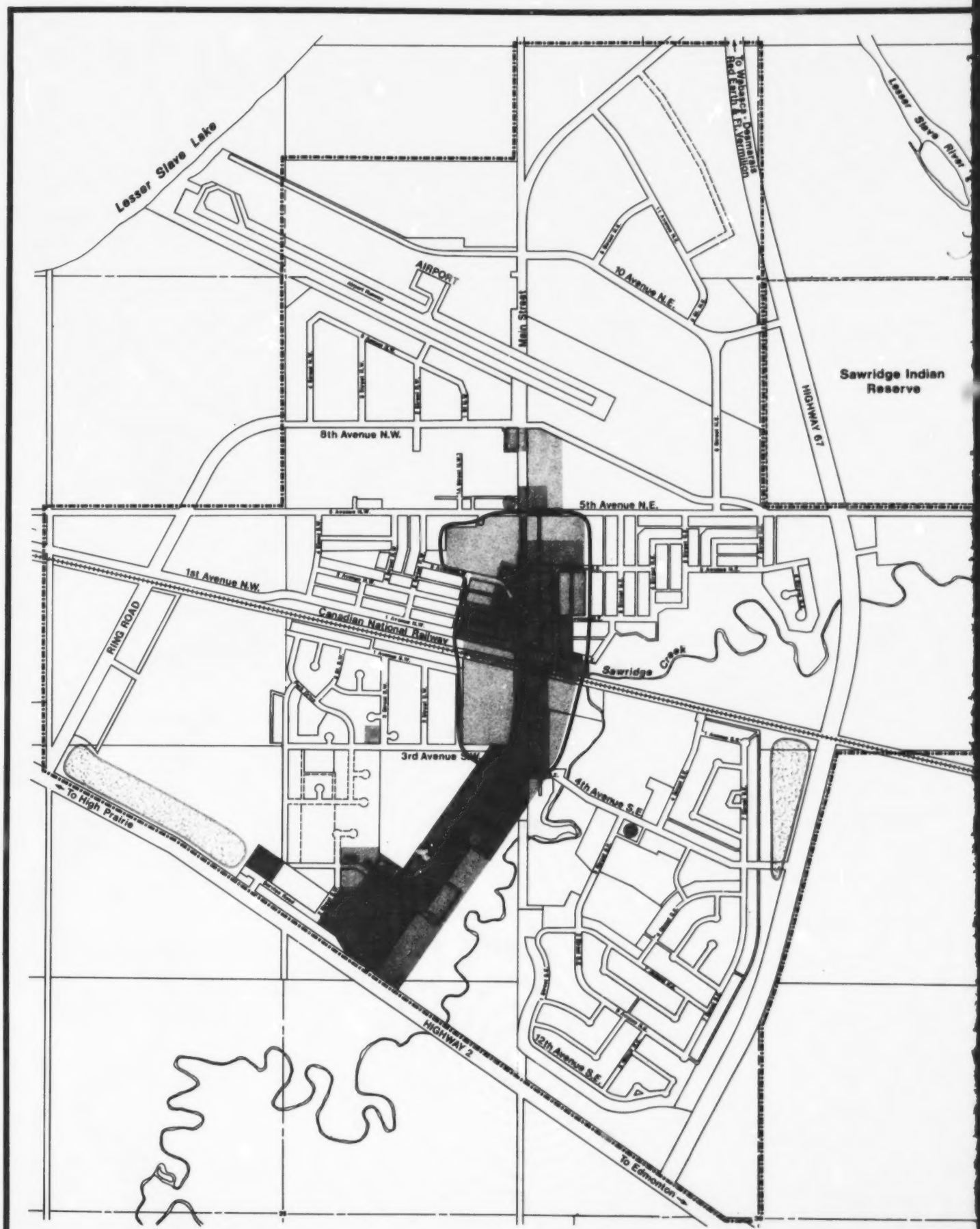
Additional commercial development can be accommodated within the present Town boundaries either on vacant lands or through redevelopment of existing non-commercial uses (refer to Map Four).

Expansion of the central business district could occur on vacant lands located west of Main Street and north of the railway, as this area is presently zoned for commercial use. The eventual redevelopment of existing residential uses in this area for commercial purposes may also occur in the future. It is also possible and desirable that the Schurter school site may become available for commercial development in the future. The former Forestry Service site could also be redeveloped for Commercial use in the future. The proposed development of a shopping centre immediately south of the railway, west of Main Street, would add a considerable amount of retail and office space to the central business district and would reinforce its role as the commercial focus of Slave Lake.

Land is also available for commercial development outside the central business district. Expansion of secondary commercial facilities will be possible along the east and west sides of Main Street, south of the railway, through infilling on vacant lands. The extension of highway commercial uses will occur on vacant lands along Highway 2 between Sawridge Creek and the Ring Road. Additional neighbourhood commercial facilities may develop in the southwest area with accompanying residential development.

It is anticipated that the existing supply of land suited for commercial development will meet the demand for commercial expansion over the short term, but additional lands will likely be required for the longer range growth of the community.

In order to meet the requirements of an expanding local and regional population, Slave Lake must ensure that an appropriate supply of commercial land is maintained to accommodate a wide range of commercial enterprises.


Lesser Slave Lake
To Wabasca, Desmarais
Red Earth & Ft. Vermilion
Lesser Slave River
AIRPORT
Main Street
10 Avenue N.E.
Sawridge Indian
Reserve
HIGHWAY 67
8th Avenue N.W.
5th Avenue N.E.
1st Avenue N.W.
RING ROAD
Canadian National Railway
Sawridge Creek
3rd Avenue S.E.
4th Avenue S.E.
To High Prairie
HIGHWAY 2
12th Avenue S.E.
To Edmonton

TOWN OF SLAVE LAKE
General Municipal Plan

Map Four
Commercial Development

- Existing Commercial
- Future Commercial
- Neighbourhood Commercial Sites
- Main Street Improvements
- Area Requiring Further Study
- Central Business District

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Issues

Several issues relating to the commercial sector which have been identified as requiring special attention are parking, the physical appearance of the commercial areas and diversification/ expansion of the Town's commercial base.

Development which has occurred in the central business district has not always been able to provide on-site parking to meet the requirements of the Town's Land Use Bylaw. As a result the downtown area does not have adequate parking available in certain locations. The Town has examined the entire issue of downtown parking through the 1985 Parking Study and the 1986 Transportation Study. Implementation of the recommendations of these studies should improve the downtown parking situation.

The appearance of a commercial area can have an important impact on retail trade and tourism. Opinions have been expressed that, through the coordinated actions of the Town and local businesses, the appearance of the central business district and the Main Street entrance into Slave Lake could be improved.

By encouraging the establishment of additional commercial enterprises in Slave Lake, the local economy would be diversified. Existing gaps in available services would be filled, and the flow of consumer dollars out of the community would be decreased.

GOAL

To provide for the commercial service needs of all sectors of the community

OBJECTIVES

1] To provide an orderly pattern of commercial land use

2] To provide for central, secondary, highway and neighbourhood commercial areas and their subsequent potential expansion

3] To encourage the diversification of commercial services available in Slave Lake

4] To encourage the reinforcement and expansion of the central business district's role as the commercial focus of the Town

5] To encourage development and redevelopment of the central business district and other commercial areas in an attractive manner

6] To ensure that adequate and conveniently located parking facilities are provided to serve all commercial land uses

POLICIES

1] The Town will encourage commercial development to occur in accordance with Map Four.

2] The central business district will be promoted as the preferred location for retail activities, professional services, financial services and government functions. Development of vacant lands or redevelopment of non-conforming uses in this area will be encouraged. The location and size of neighbourhood commercial areas will be such that they serve only local convenience needs.

3] The Town will encourage improvement of the appearance of commercial areas (in particular, the central business district and the Main Street approach from Highway 2) in cooperation with local businesses and community organizations.

4] The Town will initiate a plan for the central business district and Main Street as a guide for future development. This plan may regulate or otherwise set guidelines for such matters as building appearance, landscaping, streetscape improvements, traffic circulation, off-street parking areas, parks, and other matters as determined by Council.

5] The Town will restrict access to the right of way of a highway by encouraging all highway commercial developments to have access onto a service road, or alternatively to share points of ingress and egress.

6] The Town will encourage the diversification of commercial services by supporting the efforts of the local Chamber of Commerce, and Alberta Economic Development.

7] The Town will encourage the rehabilitation or redevelopment of deteriorating buildings in commercial areas.

D INDUSTRIAL DEVELOPMENT

Industrial development in Slave Lake has been very closely tied to the regional resource base (particularly oil, gas and forestry) and the Town's strategic location as a supply and distribution centre for north central Alberta.

Industrial uses are presently located in the northern portion of the Town, in industrial parks adjacent to the airport (see Map Five). These parks are home to a variety of trucking, warehousing, distribution, utility and oilfield servicing firms. Although forestry related industries are concentrated in the Improvement District at Mitsue Lake, the Alberta Forest Service headquarters for firefighting and administration of the Slave Lake forest is located in the industrial area.

The location of industrial parks adjacent to arterial roadways, Highway 67 and the Ring Road has successfully removed industrial traffic from the commercial and residential areas of town.

Opportunities

The industrial parks offer lots of varied sizes and servicing standards to suit the individual needs of different users. A light industrial area is being developed in the southwest adjoining the Ring Road. Other areas being examined for potential industrial development are the old sewage lagoon site on Highway 67 and the land between 1st Avenue N.W. and the railway line (west of the central business district).

Constraints

The main concerns regarding industrial development relate to ensuring the availability of land for development, improving the appearance of industrial areas, and diversifying the range of industries in Slave Lake.

The Town's present supply of industrial land will eventually be depleted. The Town should adopt a guideline concerning the amount of land which it should have in reserve in order to ensure there is sufficient land to meet long term industrial needs. Such a guideline would also be used in the Annexation Needs and Feasibility Study.

GOAL

To provide for the growth and diversification of the industrial sector and its associated employment opportunities and tax base

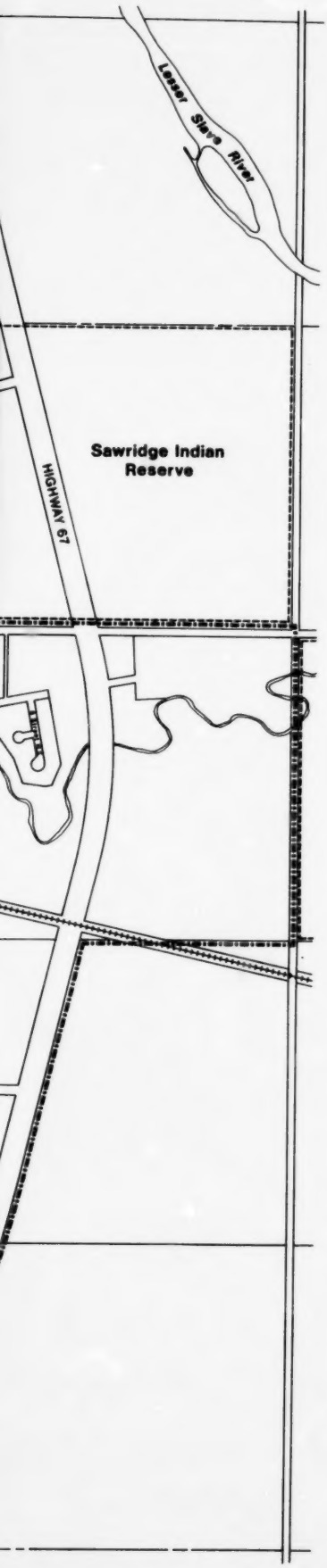
OBJECTIVES

1) To ensure the availability of sufficient land for existing and future industrial development
2) To ensure that adequate access and utility services are provided for industrial areas
3) To minimize conflicts between industry and other land uses
4) To encourage the development of all types of industry which will diversify Slave Lake's economic base

POLICIES

1) The Town will encourage industrial development to occur in accordance with Map Five.
2) The Town will encourage the development of a sufficient supply of industrial sites and land to meet future requirements. As a guideline, the Town should have approximately 2.3 hectares (5.6 acres) of industrially designated land per 100 population.

Lesser Slave Lake
To Wabasca, Desmarais
and Fort Vermilion
5th Avenue N.E.
1st Avenue N.W.
Seaview Highway
Seaview Creek
3rd Avenue S.W.
4th Avenue S.E.
To High Prairie
Main Street
4th Avenue S.W.
HIGHWAY 2
12th Avenue S.E.
To Edmonton



TOWN OF SLAVE LAKE
General Municipal Plan

Map Five
Industrial Development

Existing Industrial

Future Industrial

Area Requiring Further Study

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3] The Town will encourage the development of lots to accommodate the needs of industry with respect to variety in lot sizing, levels of servicing, and exposure to highway and rail facilities.

4] Existing non-conforming uses in industrial areas will be encouraged to relocate to appropriately zoned areas as the opportunity to do so arises.

5] Access roads to industrial areas will bypass residential areas and the downtown core.

6] The Town will encourage the development of industrial areas in an attractive manner through incorporation of landscaping requirements as part of development agreements/permits. Industrial areas will be developed so as to permit open space areas and buffers between conflicting uses.

7] The Town will encourage industrial development to locate in the existing industrial area northeast of the airport. When additional land is required for industrial uses, the Town will encourage development of new industrial parks in appropriate locations.

8] Industries which may be objectionable due to noise, smell, or other factors will be encouraged to locate in industrial areas which are well-separated from residential districts, which have been designated for such uses in the Land Use Bylaw.

E TRANSPORTATION

The transportation network in Slave Lake consists of provincial highways, local roads, pedestrian routes, the railway, and the airport. These different components play an important role in the movement of people and goods within the town and to other parts of the province, and have an important influence on land use patterns in the town.

Provincial Highways 2 and 67 serve dual roles as carriers of both local and through traffic. Highway 2 serves as an east/west route connecting Slave Lake with northwestern Alberta, as well as a southern link to Edmonton. Highway 67 is a major link to the north, and carries considerable resource industry traffic to north central Alberta oilfields and forests, as well as tourist traffic in season. It is Slave Lake's strategic location at the intersection of these two highways which makes the town a regional centre and distribution point for much of north central Alberta.

Main Street is the major north-south route in Slave Lake. It divides the town into east and west halves, and forms the major commercial area as it passes through the central business district. The Ring Road provides a truck route which permits industrial traffic to bypass the downtown. Major arterial and collector roads provide access to the residential areas in town.

The **Canadian National Railway** passes through the centre of Slave Lake and is an important carrier of resource and agricultural commodities. However, the railway is a major barrier to traffic circulation in the town, due to the limited number of railway crossings.

The **Slave Lake Airport** provides a 5,000 foot paved runway capable of handling relatively large aircraft, and is considered a major asset to the community. The airport plays an important role in the forest firefighting activities of the Alberta Forest Service.

The Town's transportation network is a key influence on the location and arrangement of future land uses. In order to provide a guide for the development of a logical transportation system, the Town adopted a Transportation Plan in 1986. Based on future growth, land use distributions, population and employment projections, and traffic circulation concerns, the Transportation Plan developed a road hierarchy, roadway standards and plan for improvements to the existing network.

GOAL

To provide for and plan a safe and efficient transportation network which meets the present and future needs of the Town of Slave Lake

OBJECTIVES

1] To provide for a safe and logical road hierarchy consisting of arterial, collector and local streets which will effectively and efficiently accommodate existing and future traffic flows

2] To protect and maintain the roles of Highways 2 and 67 as carriers of through traffic by restricting access points onto these roadways

3] To ensure through other bylaws that there will be adequate parking for all types of land uses

4] To minimize the effect of the railway as a barrier to north/south traffic movements in the town

5] To encourage and promote a pedestrian walkway system throughout the town

POLICIES

The Town will:

1] Establish a hierarchy of roads as a guide for future development. This road hierarchy will be used in planning for future roadways and land use, and in the evaluation of subdivision and development proposals, as well as improving traffic flows and access to existing developed areas.

2) Consider the findings of the 1985 Parking Study (Alberta Municipal Affairs) as well as the recommendations of the Transportation Plan and Parking Committee, when reviewing the Town Land Use Bylaw's regulations concerning parking.

3) Encourage the paving of existing roadways and construction of sidewalks by levying Local Improvement Charges.

4) Require, in all new developments, the provision of roadways according to the standards for arterial, collector and local roads outlined in the Transportation Plan (June 1986).

5) Promote the development of a pedestrian walkway system.

6) Access onto Highways 2 and 67 will be controlled in cooperation with Alberta Transportation.

7) The relocation of the railway line will be considered in the future if it becomes economically feasible.

F UTILITIES

Major utility expansion projects have been completed recently, giving the water treatment plant the capacity to accommodate a population of 10,000 and the sewage treatment plant a capacity of 6,500 people. In combination with the municipally operated natural gas co-operative, capacity exists within the existing utility services to accommodate anticipated development for the next five years at a population growth rate of 3% to 5%.

Although the capacity to handle short-term development exists, extensions to and upgrading of existing water, sewer and gas lines will be necessary before development can proceed in certain areas of the town, particularly in the southwest.

It is essential that municipal utility services be available for extension into new development areas. If the Town is unable to accommodate growth, the economic development opportunities available to the municipality will be restricted. Lack of servicing capacity could also contribute to a housing shortage. The Town must be prudent in expanding its utility systems. If these systems were expanded substantially to accommodate anticipated growth, and the growth did not materialize, undue financial strains could be placed on the Town. It is therefore extremely important that the Town maintain an appropriate level of municipal services and closely monitor potential community growth.

GOAL

To ensure utility services are available to accommodate future growth and development

OBJECTIVES

1) To ensure the provision of safe, economical and reliable utility systems

2) To ensure that the Town grows in such a manner as to allow the orderly and economical extension of utility systems

POLICIES

1) The Town will continue to provide for the expansion of its services to accommodate growth of the community.

2) Where possible, the development of new areas will be encouraged to be adjacent to existing development, in order to minimize the costs of extending utilities.

3) The Town will ensure that required expansions of utility systems are properly staged to avoid major financial hardships.

G OPEN SPACE AND RECREATION

Slave Lake has developed an attractive open space system adjacent to Sawridge Creek (see Map Six). The pedestrian trails in this area make it extremely accessible and provide important linkages throughout Town.

In new development areas, sites have been allocated for major park/school sites. Smaller 'tot-lots' or 'pocket parks' which have been developed in co-operation with local residents have proven very popular.

The recent development of the Sawridge Recreation Area adjacent to the Town and Lesser Slave Lake will provide additional recreational opportunities (picnic grounds, camping facilities) for local residents and tourists.

The intent of the following sections is to deal with land use related issues of open space and recreation. Specific details concerning the development of facilities, programs, and other recreation topics will be as in the Town's Recreation Master Plan.

GOAL

To meet the recreational needs of the residents of Slave Lake

OBJECTIVES

1) To provide well-designed recreational open spaces and facilities for active and passive purposes

2) To take advantage of natural features when planning the open space system

3) To improve access to Lesser Slave Lake for Town residents

4) To ensure that the Town can afford both the capital and maintenance costs of recreational land and facilities

POLICIES

1) The Town will encourage the development of an open space system in accordance with Map Six.

2) Natural tree cover will be maintained in new developments wherever possible.

3) The Town will encourage the development of a walkway system which takes advantage of natural site characteristics and allows safe and convenient movement within neighbourhoods as well as providing links to major facilities (i.e. parks, recreation sites, schools, the central business district).

4) In new subdivisions, the Town will require provision of the maximum amount of reserve dedication (for municipal and school purposes) as provided for by the Planning Act. The reserve provision will be in the combination of land and/or money considered appropriate at the time of application, and as indicated in relevant Outline Plans and/or Area Structure Plans.

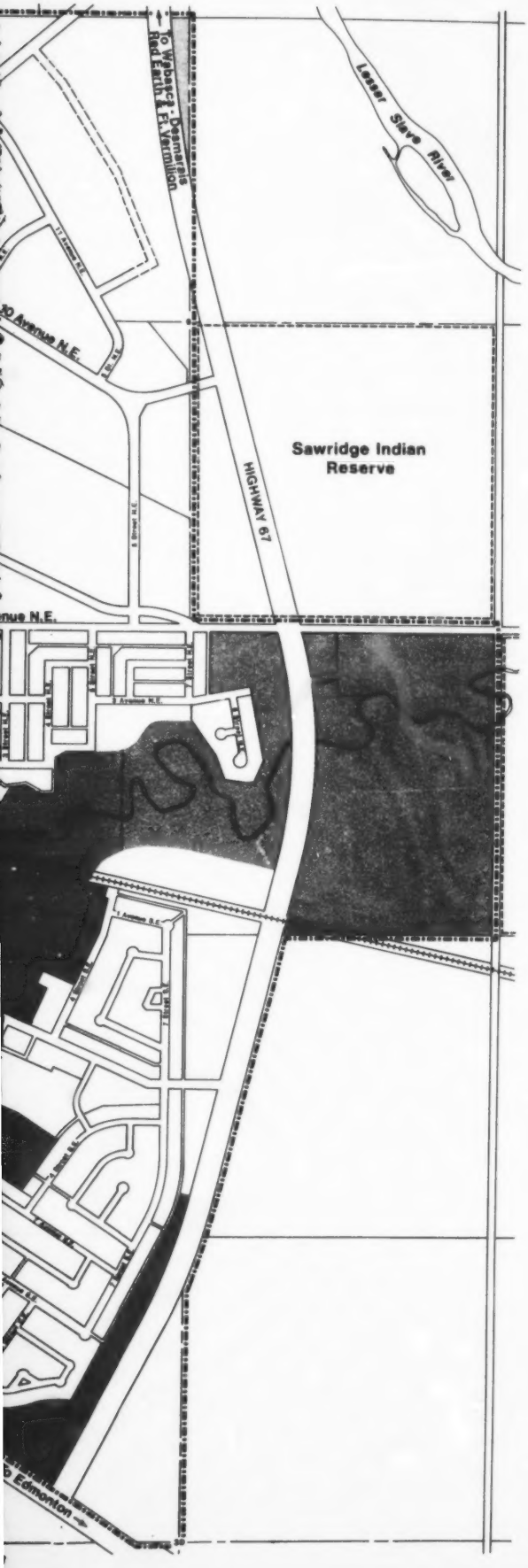
5) Where a school site is required in a new development area, new neighbourhoods will be designed to be centred around the school site where possible.

6) Where possible, major recreation facilities will be constructed on Town-owned land, in order to avoid land acquisition costs.

7) Park facilities will be developed in accordance with guidelines established by the Town's Parks and Recreation Department.

8) The Town will continue development of the Sawridge Recreation Area (located in Improvement District 17 East) in accordance with the long range development plan, and will encourage its use by residents and visitors.

Lesser Slave Lake
To Wabasca - Desmarais
Red Earth & Elsmilton
AIRPORT
10 Avenue N.E.
Main Street
Sawridge
Recreation
Area
HIGHWAY 67
8th Avenue N.W.
5th Avenue N.E.
1st Avenue N.W.
RING ROAD
Canadian National Railway
3rd Avenue S.W.
To High Prairie
Main Street
4th Avenue S.W.
HIGHWAY 2
12th Avenue S.E.
To Edmonton



TOWN OF SLAVE LAKE
General Municipal Plan

Map Six
Open Space, Reserves and Parks

Existing Parks, Open Space and Reserves

Proposed Parks and Reserves

Area Requiring Further Study

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H FISCAL MANAGEMENT

Slave Lake has been experiencing a prolonged period of continuous population growth over the past two decades. This growth provides a major challenge to the Town, particularly with regard to the need to expand and upgrade Town facilities and infrastructure. The timing and financing of capital projects will have an important impact on the Town's financial capabilities. It is therefore important that the Town manages anticipated growth in a manner that does not adversely affect the economic well-being of the community.

GOAL

To ensure the financial stability of the Town

OBJECTIVE

1] To guide the Town in making rational decisions concerning fiscal management of community resources with respect to the provision of new and expanded municipal services and facilities

POLICIES

1] The Town will continue to monitor, on a regular basis, the need to improve or expand existing municipal services and facilities.

2] The Town will carefully evaluate all capital projects in terms of staging, design standards, threshold capacities, financing implications, operating costs and maintenance costs.

3] The Town will ensure that all capital projects are priorized in terms of the community's needs and financial capabilities.

4] The Town will monitor the implications of community growth and anticipated capital expenditures through mechanisms like fiscal impact analyses.

5] The Town will endeavour to maintain a commercial/industrial assessment base which is approximately equal to the residential assessment base.

6] New developments will be expected to provide all on-site servicing in addition to off-site servicing attributable to their development.

7] Through the use of development agreements/permits, the Town will ensure that all development costs will be borne by the developer.

8] The Town will require developers to contribute towards town-wide facility costs or impacts related to new developments through off-site levies.

1 ECONOMIC DEVELOPMENT

Slave Lake's economic base is heavily oriented toward the resource industries. The 1986 municipal census revealed that 34.2% of the Town's labour force is directly employed in the resource sector (28.0% in mining, oil and gas and 6.2% in forestry, fishing and trapping). While the Town has enjoyed high employment levels and economic prosperity during recent years, the heavy dependence on resource industries may provide cause for concern.

In order to give some long term stability to the economic base of the community, it is essential that efforts be continued to diversify the local employment base. The employment in the non-renewable resource industries will eventually decline, and it is therefore important for the Town to pursue the creation of jobs in other sectors.

Opportunities for economic diversification exist in the Town's function as a regional centre for much of north central Alberta. Expansion of this role and the range of services and goods provided will assist Slave Lake in obtaining economic stability for the future. Potential also exists for job creation in the tourism sector.

GOAL

To encourage development of a balanced and diversified economic base for Slave Lake

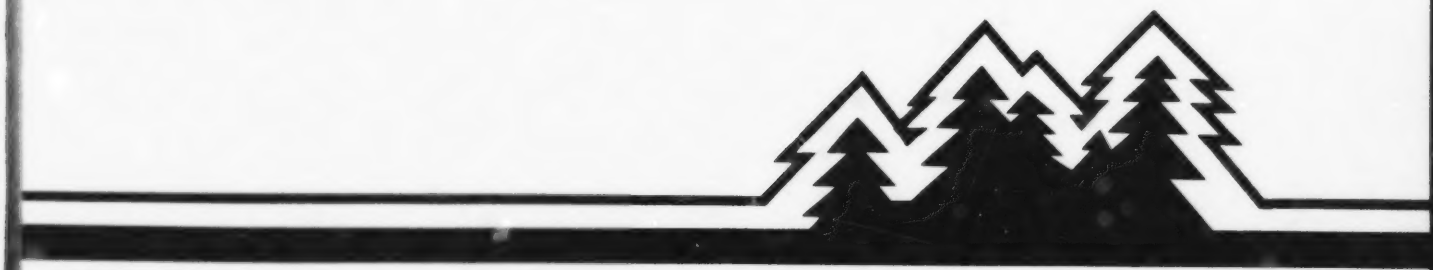
OBJECTIVES

1) To strengthen the role of Slave Lake as a regional centre for north central Alberta
2) To improve the community's long term economic stability by increasing the range of goods and services offered locally
3) To maintain the economic vitality of the existing business community
4) To enhance and promote tourism activities in Slave Lake and the surrounding region
5) To promote increased and improved use of local human and natural resources

POLICIES

1) The Town will support the efforts of the Economic Development Committee and the Chamber of Commerce in pursuing an economic development strategy to diversify Slave Lake's economic base.
2) The Town will support the activities of agencies such as Alberta Economic Development in assisting local businesses.
3) The Town will encourage the use of locally produced goods and services.
4) The Town will support the initiatives of the Chamber of Commerce to increase the competitiveness of the business community and take advantage of new economic opportunities.
5) The Town will support improvements to the provincial transportation network which improve the Town's location as a regional centre.
6) The Town will support local initiatives to develop tourist oriented projects, themes or events.
7) The Town will promote awareness of potential visitor attractions such as outdoor recreational amenities, historic sites, and native culture.
8) The Town will support and complement the activities of all groups involved in the tourist industry, such as the Chamber of Commerce, Midnight Twilight Tourist Association and various government agencies.
9) The Town will promote and encourage the use and development of local resources.

Part 6
Plan Implementation, Interpretation and Review



PART 6 – PLAN IMPLEMENTATION, INTERPRETATION AND REVIEW

IMPLEMENTATION

In order to bring the policies in the General Municipal Plan into effect, several specific actions will have to be taken by the Town. These include:

- adoption of municipal standards for roadways and landscaping
- reviewing the Town's Land Use Bylaw
- investigating the Town's future land needs and possible annexations
- ensuring "quality" development through the use of development control mechanisms
- cooperating with Improvement District 17 East in joint land use planning efforts

Effective implementation of the General Municipal Plan's policies will occur through the daily actions of the Town and in its officials in the development, engineering and planning processes.

INTERPRETATION

1] All land use and development applications must comply with the spirit and intent of the General Municipal Plan.

2] Any proposed subdivision or development which, in the opinion of Council deviates from the policies and maps established in Part 5 of this Plan will require an amendment to the General Municipal Plan.

3] Minor deviations from the contents of this Plan may be permitted without an amendment to this Plan, provided that the proposal complies with the Town's Land Use Bylaw and preserves the general intent of the General Municipal Plan.

4] Upon adoption of the General Municipal Plan, the Town will amend its Land Use Bylaw to reflect the objectives, policies and future land use considerations contained in the Plan.

5] Every application to subdivide land within the Town will be evaluated by Council in terms of:
   [a] compliance with the General Municipal Plan
   [b] adequacy of community services such as schools, fire protection, recreational areas, etc;
   [c] means and capacity of public utility service extensions and connections; and
   [d] overall land use planning merits.

PLAN REVIEW

In order to ensure that the goals and policies of the General Municipal Plan reflect the current situation, a review of the plan should be undertaken by 1991.